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MANAGEMENT AUDIT

of the

MULTI-MEDIA INSTRUCTION FOR
LAW ENFORCEMENT SYSTEM
PHASES I AND II

Police training - CA - LA co.

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REPORT OF THE

COMMISSIONER OF THE

LAND OFFICE

FOR THE YEAR 1887

ALBANY:

1888

THE STATE OF NEW YORK

INTRODUCTION

This Management Audit Report is another in a continuing series of reports addressing the City's grant funded projects. The project covered in this report is the Los Angeles Police Department's Multi-Media Instruction for Law Enforcement (MILE).

The audit was initiated because grant funding has expired and the entire cost of this training system must now be borne by the City. The purpose has been to review the MILE achievements with respect to recruit training at the Police Academy, determine to the extent possible the degree of realization of original objectives, and determine the need for improvements to the MILE program, if any.

Funding for development and implementation of MILE was provided through a combination of Federal and State grants, as well as City funds.

This audit specifically does not address Phase III of MILE which covered in-service training and the computerized Training Management System (TMS). This phase is considered appropriate for a separate audit to be scheduled at a future date.

SUMMARY

The dynamic nature of law enforcement coupled with an increase in the number of new police recruits to be trained caused the Police Department in 1968 to seek out innovative methods to provide more and better training. The Department concluded that the old training methods were stressed to the point where they no longer provided the quantity and quality of instruction required. Utilizing grant funding provided by the Law Enforcement Assistance Administration (LEAA) through the California Council on Criminal Justice (CCCJ); the Department developed and implemented a completely new approach to law enforcement training known as the Multi-Media Instruction for Law Enforcement (MILE) program.

Prior to the implementation of MILE in 1973, recruit training at the Los Angeles Police Academy was conducted primarily in a structured, live lecture mode. Described as the "lock-step" method, this single medium approach did not lend itself to the varied learning styles of many recruits. MILE, however, addresses the fact that individuals do not learn at the same rate, nor do they learn equally well from the same teaching method. MILE combines a blend of small group discussions, simulated exercises, audio and video cassettes, workbooks, and lectures in individual instructional packages. Under the previous live lecture method of instruction, students who failed to understand a lecture often had no material to review. With the MILE program they can review material as often as necessary. Further, the training is designed to systematically teach specific skills and knowledge which the Department deems necessary.

We cannot state with certainty whether MILE results in having consistently better police officers. Although recruits are better trained in the specific skills and knowledges required on the job, the Audit Team is not aware of an evaluation having been made which compares the total field performance of MILE trained officers against pre-MILE trained officers.

Based on our subjective review and statements made by Police representatives, the Department appears to have achieved its broad objective of improving recruit training through the MILE program. More training can be provided because the MILE materials (videotapes, workbooks, etc.) can be used repeatedly for initial and remedial training as required by each individual student. The training has apparently been improved as evidenced by higher end-of-training average test scores and greater knowledge of the critical skills required of all police officers. The Police Department has identified other benefits such as lower attrition, earlier termination of academic failures, standardization of curriculum, and use of MILE materials for

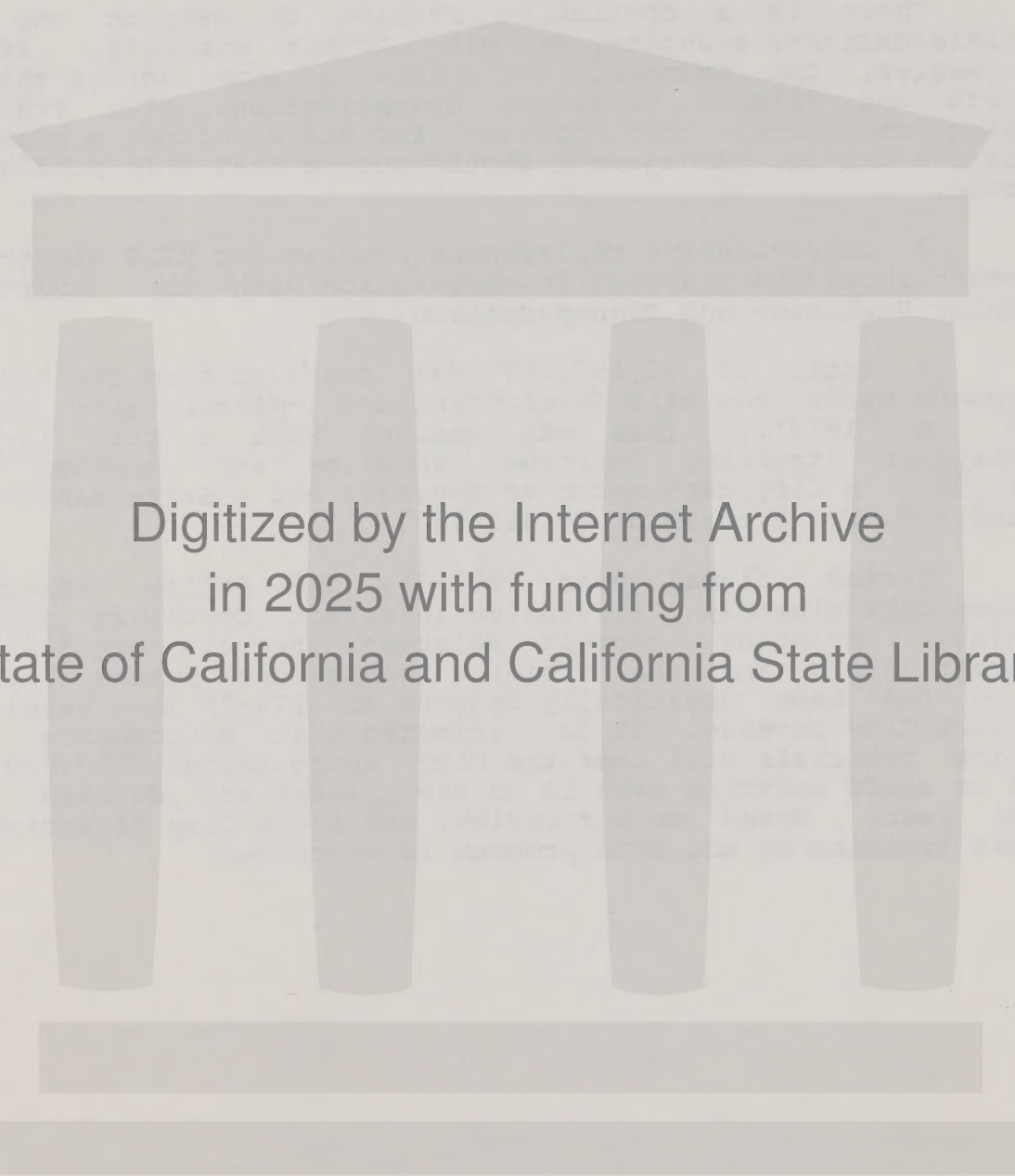
reserve officer and in-service training. Most all of the specific objectives of the Training System Study and Phases I and II of MILE were completed as explained in the Findings section of this report.

There is a continuing problem of keeping the MILE materials current, accurate, and with proper emphasis. It is much easier, for example, to update a live lecture than to research and film a videotape dramatization. The Training Division recognizes this problem and has developed a plan for corrective action. Management should ensure that this problem is overcome.

A comprehensive replacement program for MILE electronic equipment should be prepared in cooperation with the Department of Public Utilities and Transportation.

A total of \$3,157,357 was received from the Federal government during the MILE development and implementation period (1969 to 1977). This was matched with a City in-kind contribution (training personnel salaries and expense) of \$1,312,307, a City cash match of \$80,585, and a State cash match of \$102,000, for a total of \$4,652,249.

During fiscal year 1977-78, the Police Department expended approximately \$1,433,000 in direct costs on recruit training, excluding recruit salaries, recruit expense and equipment items and the Training Management System (TMS). Funding has been drastically reduced in 1978-79 as a result of curtailed City revenue. It is estimated that maintenance of training materials will cost the City approximately \$50,000 per month in staff salaries even if no new classes are started this fiscal year. Based on our review, continued City financing of recruit training by the MILE program is warranted.



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RECOMMENDATIONS

That the Chief of Police:

1. Take action necessary to insure that the MILE training materials are kept up to date, are reflective of Department policy, and provide the proper emphasis in critical subject areas.
2. Instruct the Training Division, in cooperation with the Department of Public Utilities and Transportation, to prepare a replacement schedule for the electronic equipment used in the MILE program, and provide a basis for updating the schedule to reflect changing patterns of use, obsolescence and other conditions.

Note: After reviewing a draft of this report, the Police Department advises that it has recently taken steps that will have the effect of implementing the above recommendations.

FINDINGS

Background

In 1968, the Los Angeles Police Department initiated a study to determine if the police recruit training program could be improved. The need to modify or upgrade Department training was caused by the ever changing nature of law enforcement, as well as the Police Department's belief that conventional methods of instruction were becoming ineffective. Preliminary research of instructional technology indicated a possibility of improving the quality and quantity of instruction.

The Police Department formed a task force comprised of Department personnel to analyze the duties of a field police officer. The task force identified and documented more than 200 tasks and skills needed by the basic police officer to perform field and field related duties. Each of the 200 required abilities and skills was written as a specific training objective, referred to as a Terminal Performance Objective (TPO).

TPO's are the foundation for the current Multi-Media Instruction for Law Enforcement (MILE) concept of instruction. Each TPO identifies and defines the amount of skill and knowledge required of a field police officer for proper job performance. Every TPO defines the amount of time that should be allowed for the officer to demonstrate expertise in the required skill, task, or knowledge. For example, a typical TPO is quoted:

Given a series of situations in which a possibly dangerous suspect has been pulled over and a requirement to obtain vehicle information while maintaining control of the situation, the trainee will request the following information via Communication: (a) want/warrant-auto status check, (b) ownership of vehicle, (c) make/model/year of vehicle.

Entry Level of Performance - Class 1, within
30 seconds per situation

Expert Level of Performance - Class 1, within
10 seconds per situation

The Police Department has received a number of Federal grants to finance the development of the MILE program. In 1969, a grant was authorized by the Law Enforcement Assistance Administration (LEAA) and obtained through the California Council on Criminal Justice (CCCJ). This grant, Phase I of the Training System Study, allowed the Police Department to hire a consultant to perform an analysis of the existing training system, and to

establish requirements for a new or modified system based on the TPO's developed by the Department. As a result of this study, individualized (self-paced) multi-media instruction was determined to be the most cost effective manner to train new police officers. (See Attachment I)

Phase II of the Training System Study consisted of a pilot program to test the practicality and efficiency of individualized instruction for recruit training. Proto-type MILE material was developed and evaluated by two private consultants. The materials so developed used a variety of forms including film, slides, audio tapes, student workbooks and instructor guides. The Police Department reviewed the multi-media materials and concluded that the majority of the applicable recruit curriculum should be converted to multi-media self-paced instructional packages. As a result of this decision, all appropriate portions of the recruit curriculum were produced as individualized training under two of the subsequent three MILE grants.

During Phase I of the MILE program (7-71 to 12-72), two-thirds of the applicable recruit curriculum was developed into individualized instructional packages. In addition, student study carrels, video cassette players, television monitors and audio cassette players were purchased. The first recruit class trained under the new system began in September 1973.

Phase II of the MILE program (2-74 to 1-75), directed efforts of the Department to the development of the remaining one-third of the recruit curriculum. Department personnel were trained in production techniques, so that in-house production during Phase III would be a reality. In addition, a color television studio was established at Parker Center, and a mobile video van was purchased. A consultant was hired to analyze and determine the best method to manage the new training program. The consultant recommended a computerized system to manage the input data generated by the training system.

This audit specifically does not address Phase III of MILE which covered the development of the computerized Training Management System (TMS) and in-service training. These subjects are considered appropriate for a separate audit to be scheduled at a future date.

The MILE curriculum for recruit training has been approved by the State of California through the Commission on Police Officer Standards and Training (POST). However, a representative of POST advises that the Commission has not taken an official position with respect to the MILE method of instruction as compared to the pre-MILE single medium (live lecture) method still used by other law enforcement agencies.

The POST representative was not aware of any other law enforcement agency in California using the MILE method of instruction. It was mentioned that some agencies have purchased MILE videotapes for showing to recruit classes, but they do not use the self-paced method of LAPD where each recruit views the video tapes on an individual TV set. A representative of the Los Angeles Sheriff's Department reports that agency has not formally evaluated the MILE system.

Accomplishment of Project Objectives

The attached fold-out sheet (Attachment II) contains a listing of the specific objectives of each of the grant projects. In accordance with Federal requirements, the Police Department prepared and submitted a "Final Report" for each project. Audit Team review of these reports and discussion with Police Department personnel indicates that most all of the objectives of the Training System Study and MILE Phases I and II were accomplished. One important exception is that the effort to validate materials for regional applicability and to consider a regional resource center was abandoned due to a lack of interest and cooperation by the concerned outside agencies.

Program Costs

Costs documented for the MILE project (including the Training System Studies) totaled approximately \$4,652,000 during the grant periods, which together covered approximately eight years from 1969 to 1977. This amount includes:

Federal Grant Funds	\$3,157,357
City In-Kind Match	1,312,307
City Cash Match	80,585
State Cash Match	<u>102,000</u>
Total	\$4,652,249

See Attachment III for a further cost breakdown.

Records show that 13 positions (4 sworn and 9 civilian) were added to the Police Department Budget in the 1973-74 fiscal year as a direct result of implementing the MILE project. One of these positions was subsequently deleted in 1976-77. In 1977-78 the remaining 12 positions reflect an investment of approximately \$240,000 in salaries annually.

Other personnel adjustments have occurred but these were caused by other factors such as variations in the number of recruit classes, the number of recruits per class and the length of the curriculum rather than the MILE method of instruction. For example, more physical training and remedial academic instruction have required additional personnel.

During fiscal year 1977-78 the Police Department expended approximately \$1,433,000 in direct costs on recruit training, excluding recruit salaries, recruit expense and equipment items, and the Training Management System. This amount and the anticipated number of recruits have been drastically reduced in 1978-79 as a result of curtailed City revenue. The Police Department estimates that the revision and production of recruit training materials will cost approximately \$50,000 per month in staff salaries even if no new classes are started during the remainder of the 1978-79 fiscal year. Based on our review, continued City financing of recruit training by the MILE program is warranted.

Reported Benefits of the MILE Program

The Police Department has reported the following programmatic benefits:

1. MILE graduates have attained higher end-of-training average test scores and greater knowledge gains than did the pre-MILE graduates.
2. MILE results in better trained police officers because it more adequately addresses the specific skills and knowledges that a recruit must master to adequately perform field duties after graduation.
3. Recruits with different learning styles can be reached through the multi-media instruction materials.
4. Recruits with academic deficiencies can be identified sooner and given remedial training as required. The attrition rate has therefore been reduced. The pre-MILE training system consisted primarily of structured live lectures and review materials were generally not available. Under MILE, recruits with academic problems are identified early and instructed to review videotapes and other training materials as needed. If recruits do not pass an examination the first time, they are given the opportunity to take it again.

Audit Team Comment

The ability to identify recruits with academic deficiencies and provide remedial instruction early in the training program is a definite advantage. However, increased remediation is not the only reason for a reduced attrition rate. Other steps have been taken consistent with the City's Affirmative Action program to insure a higher level of retention.

5. Recruits who do not respond to remediation can be terminated earlier than was possible prior to the MILE

program. Also, as a result of MILE and the City's affirmative action policy the attrition rate has been reduced from a reported 40 percent in 1973 to a low of 17 percent in 1975 and is now at about 20 percent. The Police Department estimated the savings in 1975 from earlier termination and reduced attrition at \$437,000.

Audit Team Comment

Not all of the stated savings can be attributed to MILE, because of the effects of affirmative action on the attrition rate. It is not possible to state with any degree of precision how much of the savings is directly attributable to MILE.

6. The Police Department prepared a cost analysis in 1976 which concluded that there was no additional cost to operate MILE because the added operational costs were exceeded by the estimated annual recruit salary savings due to earlier terminations and decreased attrition.

Audit Team Comment

The Police Department's 1976 cost analysis is subject to question for several reasons. It does not consider the effect of revised affirmative action standards on the attrition rate, which effect could have occurred whether or not MILE had been implemented. Further, this analysis appears erroneous because it states that no additional personnel costs were incurred as the total number of personnel required to operate the MILE system was the same as was deployed during pre-MILE. City budget records show that 13 positions were added in the 1973-74 fiscal year budget as a direct result of implementing the MILE project. Please refer to the "Program Costs" section of this report for additional cost information.

7. MILE provides standardization of training. Prior to MILE, instructors interpreted the Department's policies and procedures from differing viewpoints. The MILE system provides control and standardization through the packaging and videotaping of instructional materials.

Standardized training materials make it practical and feasible to evaluate training materials in terms of content, difficulty, and teachability, and to validate the effectiveness of the materials in teaching the critical skills which police officers must possess.

Audit Team Comment

The benefits of standardized training are accurately stated. However, there is a significant problem of updating

standardized material in the dynamic environment of law enforcement, particularly with respect to producing videotape dramatizations. See discussion under problems section of this report.

8. The Department's Affirmative Action Program has been assisted by MILE because of the remediation capability discussed above.
9. MILE equipment and materials are being used for in-service training of police officers. Roll call training materials have been distributed to newly established police service area libraries.
10. The MILE system of instruction is used for reserve officer training at night and on weekends, resulting in better trained reserve officers.

Problems Identified During Audit

1. Need to Update Training Materials

An extensive audit of the recruit and in-service training curricula was recently conducted by the Inspection and Control Section of the Office of the Chief of Police. In a report dated May 31, 1978, it is recommended that all existing recruit training material be brought up-to-date, purged of erroneous material and made reflective of the positive attitude which management desires be instilled in the recruit officers. The report contains specific suggestions for implementing the controls necessary to assure that the desired results are achieved. The Training Division has acknowledged the problem of keeping materials current and accurate, and has developed a plan of corrective action.

The Training Division's field validation study of the three recruit classes of 1976 indicated that overall the curriculum is very effective in meeting the terminal performance objectives. However, it pointed out that the level of preparation in certain subjects was below that needed in field police work and that in certain other subjects the level of preparation was significantly higher than needed. It also pointed out that the amount of time devoted to field problems and situation simulations should be increased.

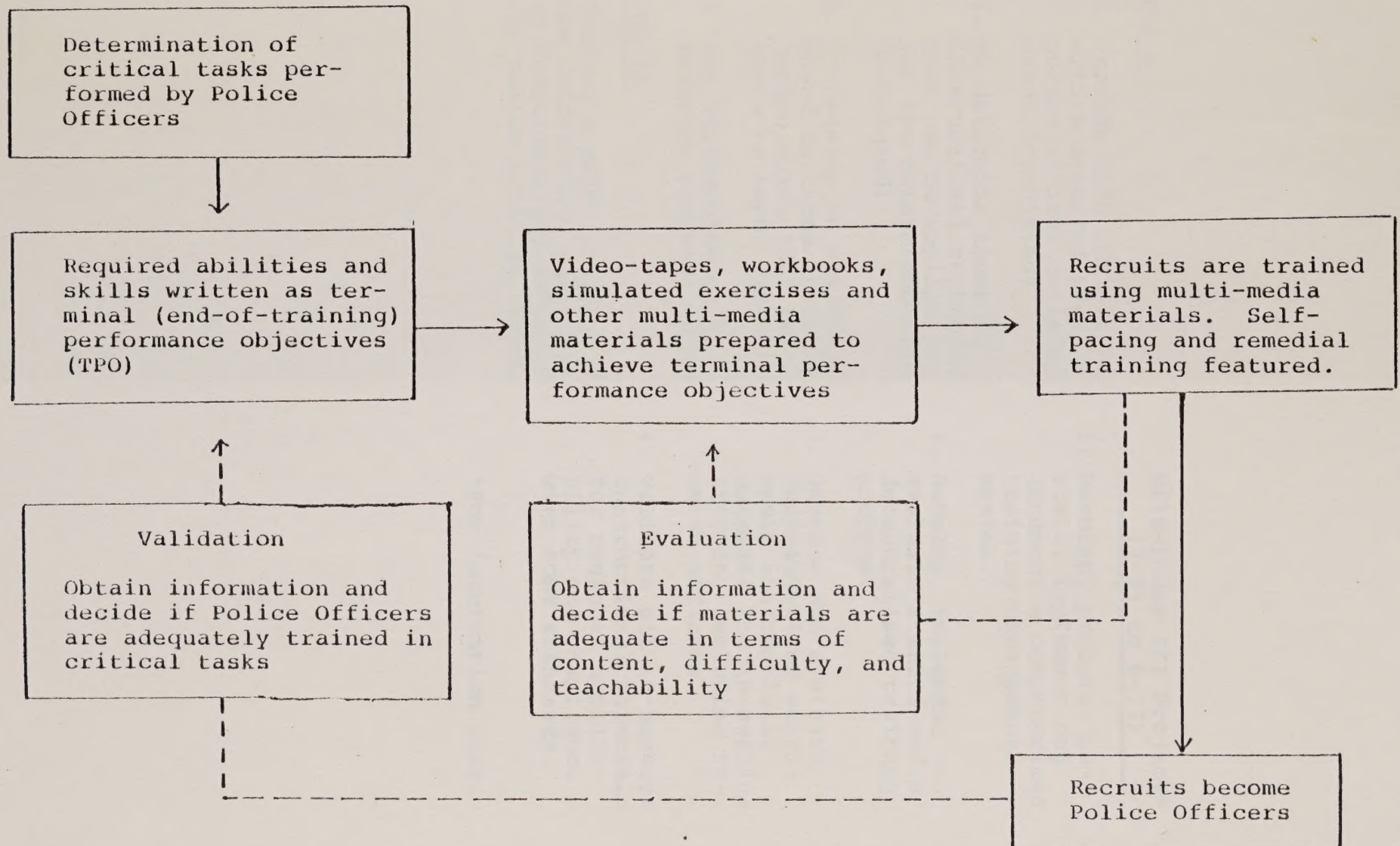
The fact that the content and emphasis of the curriculum has been found to be deficient in certain respects does not necessarily reflect adversely on the MILE multi-media method of training. However, it does reflect on MILE to the extent that the Department anticipates it will be difficult and time consuming to update and modify the MILE videotapes, workbooks and other materials. It is obviously easier, for example, to update a live lecture than to remake a videotape.

Police Department management should make certain that the MILE training materials are kept up-to-date, are reflective of Department policy, and provide the proper emphasis in critical subject areas. (Recommendation 1)

2. Need for Equipment Replacement Plan

The electronic equipment used for the MILE program originally cost \$659,346 and was paid for from grant funds. The Police Department recognizes it will be necessary to gradually replace this equipment (and some of it has been replaced in the normal course of events); however, at the time of this audit there was no adequate "plan" for replacement. One should be prepared by the Department in cooperation with the Department of Public Utilities and Transportation. (Recommendation 2)

MULTI-MEDIA INSTRUCTION FOR LAW ENFORCEMENT (MILE)
TRAINING SYSTEM



OBJECTIVES OF MILE PROJECTS (INCLUDING TRAINING SYSTEM STUDY)TSS I

1. Provide LAPD administrators with a detailed profile of police officer training needs. (completed)
2. To determine those advanced instructional technologies that can be applied to meeting the determined needs. (completed)
3. To develop an optimum system based on those instructional technologies that are applicable to LAPD. (completed)
4. The implementation of a pilot training program. (completed)

TSS II

Conduct a pilot program to test the practicality and efficiency of individualized instruction for police training. (completed)

Mile-Phase I Project
(7-71 to 12-72)

1. Design, produce and validate two-thirds of the multi-media instructional materials for the training of the Basic Police Officers. The remaining one-third to be achieved in the second phase. (completed)
2. Design and develop a hardware system to effectively deliver the materials. (Partially completed and carried to Phase II)
3. Implement the revised training program. (Completed 9/73)
4. Evaluate the program in terms of regional applicability and compliance with POST Standards. (Partially completed and carried to Phase II)

Mile-Phase II Project
(2-74 to 1-75)

1. Complete the development and evaluation of the instructional materials. (completed)
2. Acquire a color television production studio for system maintenance. (completed)
3. Design a hardware configuration for system management. (completed)
4. Implementation and evaluation of the system design. (completed)
5. Evaluate the use of the materials for in-service training. (Partially completed in Phase II and carried over to Phase III)
6. Complete the validation of the materials for regional applicability and compliance with POST standards. (completed to extent possible with participating agencies)
7. Evaluate the regional resource center concept for both the production and distribution of instructional materials. (Completed to extent possible with participating agencies)

Mile-Phase III Project*
(7-75 to 6-77)

1. Develop, procure, install, implement and document a computerized training management system.
2. Develop, implement and evaluate a multi-media decentralized training program.
3. Develop and evaluate individualized multi-media instructional material for in-service training including reserve officers.
4. Validate all in-service instructional materials for regional applicability and compliance with POST standards.

*For information only.

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